



COLISEUM CENTRAL MASTER PLAN

Hampton, Virginia **U R B A N D E S I G N A S S O C I A T E S**

SEPTEMBER 2004





Coliseum Central Master Plan

PREPARED FOR
City of Hampton

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City of Hampton
Coliseum Central Business Improvement District

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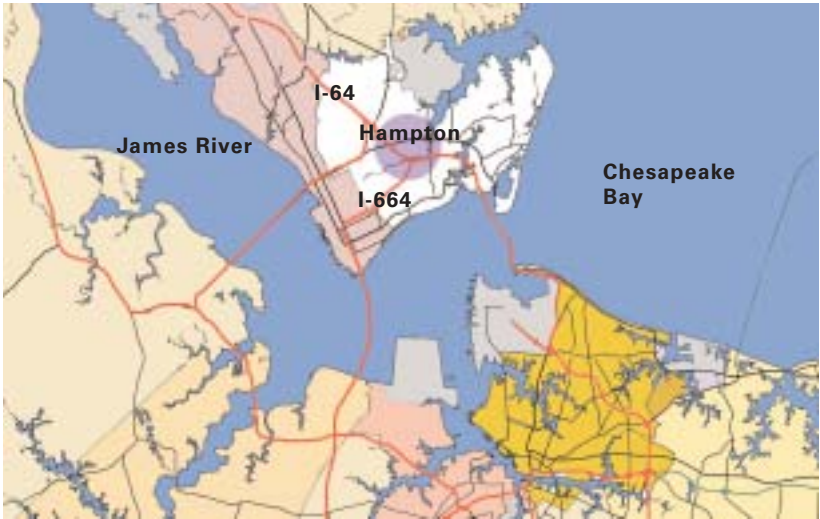
Executive Summary

CONTEXT

The Coliseum Central area is located in the heart of Hampton, Virginia, and the center of the region at the junction of I-64 and I-664. The general area surrounds two key regional transportation corridors: Interstate 64 and Mercury Boulevard. The planning area is generally bound by Hampton Roads Center Parkway and Tide Mill Creek to the north; Newmarket Creek and Interstate 64 to the south; LaSalle Avenue, Newmarket Creek, and the western portions of the Riverdale neighborhood to the east; and Queen Street, the eastern portions of the Aberdeen neighborhood, and the eastern portion of the Northampton neighborhood to the west. This plan takes into consideration conditions within the “core business district,” including the boundaries of the Coliseum Central Business Improvement District, as well as the conditions and influence of surrounding neighborhoods such as Northampton, Riverdale, Tide Mill Farms, Aberdeen, Tanglewood, Windsor Terrace, Magruder Heights, Speegle Village, and Findley Square.

Coliseum Central’s identity stems from its location at the intersection of Interstate 64 and Mercury Boulevard and from its major regional attractions such as the Hampton Coliseum and Coliseum Mall. While these assets are the most recognized, the district is far more diversified and complex. A full portrait of Coliseum Central includes the many neighborhoods, businesses, parks, schools, churches, hospitals, and parks, as well as creeks and marsh areas.

Newmarket Creek and Tide Mill Creek are important watersheds which empty into the Chesapeake Bay. These tidal creeks and associated marshes penetrate the district and comprise important recreational, ecological, and environmental assets.



REGIONAL LOCATOR Hampton is located in the relative center of the region, at the junction of Interstates 64 and 664, within the Coliseum Central Business Improvement District.



REGIONAL ATTRACTIONS Sentara Careplex Hospital, Bass Pro Shops, and the Hampton Coliseum are examples of unique regional attractions that act as strengths on which the City can build.

The Coliseum Central District is of critical importance to the overall well being of the City of Hampton. The District is the neighborhood shopping district for its surrounding neighborhoods, the community shopping district for the entire City of Hampton, and is the regional shopping district for much of the Peninsula. This area is recognized in the City’s strategic plan as one of the most important economic engines within the region. Taxes generated in this area make up a significant annual revenue stream for the City of Hampton. These revenues are used to fund a wide array of community initiatives which impact the quality of life throughout the City.

In recent years, Coliseum Central has experienced both large-scale public and private investments while enduring significant disinvestments in some of its largest and most visible properties. A new Hampton Roads Convention Center, interstate interchange, commercial development, housing starts, and hospital complex represent over \$250 million in new investments. In recent years, commercial vacancies have increased, leaving over 600,000 square feet of vacant retail in the District. These vacancies present an opportunity for the District to re-define itself; transforming from a traditional suburban strip shopping area, to a more vibrant mixed-use district containing multiple centers. Coliseum Central faces many challenges; however, by building on its existing strengths while investing strategically the area may rebuild itself as a true, mixed-use extension of the City.

PURPOSE OF THE PLAN

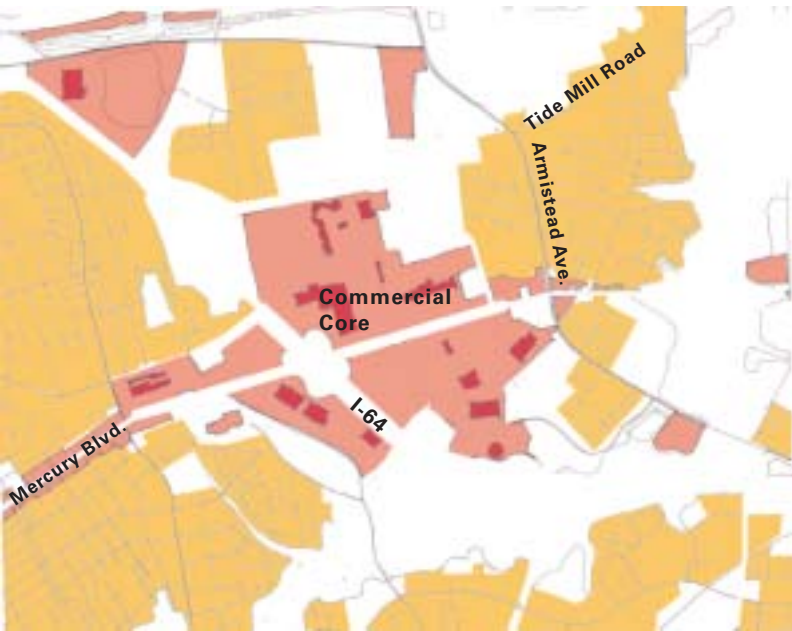
The purpose of this Plan is to transform the Coliseum Central community’s goals and aspirations into a physical plan for the area. The Plan will define appropriate relationships between residential, com-

mercial, and park uses as well as direct policy and specific investment recommendations for the next generation of growth. This Master Plan, upon adoption, will be used as a policy guide to inform both public and private actions in ways that encourage property owners to develop their properties in accordance with the overall community vision.

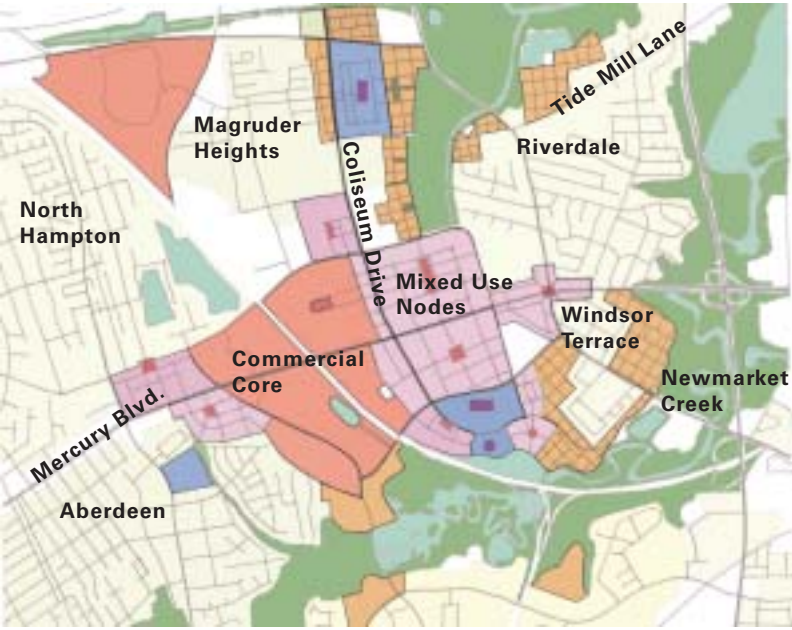
VISION AND OPPORTUNITY

The vision for Coliseum Central was crafted through a public planning process including residents, business owners, property owners, Coliseum Central Business Improvement District (CCBID) staff, City staff, and City officials. Stakeholders described a future much different from the present, a future that included many of the same elements that exist in the District today, including local businesses, employment opportunities, a range of goods and services, regional and tourist destinations, and stable neighborhoods, but designed and arranged in a manner that was more supportive of pedestrian activity, social interaction, and overall high quality of life. For example, instead of wide roads that pedestrians could not cross, the stakeholders described narrow streets that encouraged social interaction. Instead of large parking lots separating establishments, the stakeholders described smaller, more discreet areas to house cars while walking from place to place. Instead of isolated and disconnected neighborhoods and shopping areas, stakeholders described mixed-use neighborhoods where one could live and walk to daily activities.

The community’s vision requires a plan that focuses on city building, not simply commercial revitalization. This vision requires a fundamental change in how the District operates and defines itself. The



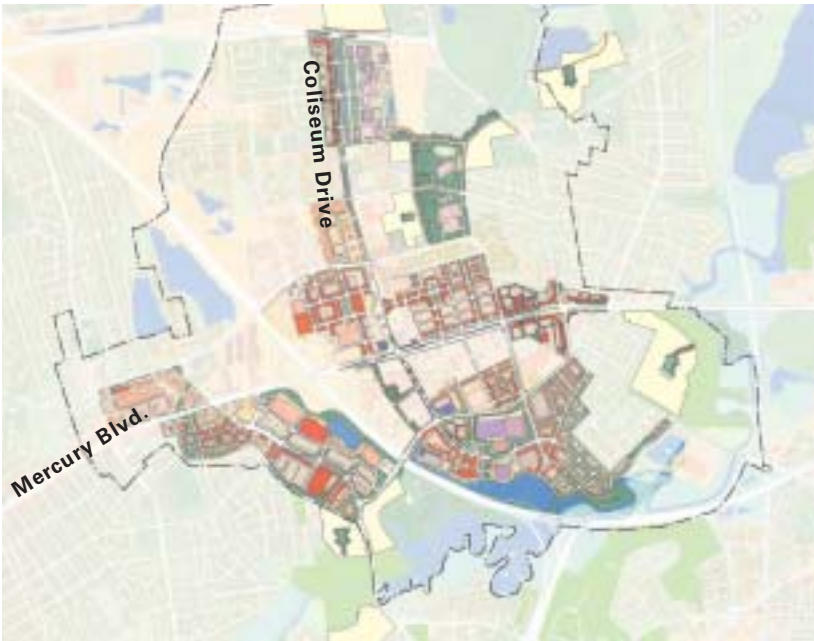
URBAN FORM TODAY Coliseum Central is a collection of disparate elements separated by interstate highways, unused open space, uncoordinated investments, and wide roads.



URBAN FORM TOMORROW Coliseum Central will be a district of coordinated and connected activity centers supported by surrounding neighborhoods.

instrumental factors that granted Hampton a competitive position in the region 20 years ago no longer exist. As a result, the area cannot thrive by defining itself as a large, auto-oriented, suburban shopping area whose character is no different from others in the region. The District’s competitive advantages today lie in its stable neighborhoods, regional access, regional attractions, and access to natural amenities.

The CCBID is in alignment with the community vision as they have described themselves in a state of “metamorphosis.” The CCBID is acutely aware that fundamental change is required to maintain competitiveness, and that the goal is not to revitalize themselves as merely a commercial district. Rather, by building upon existing strengths, infusing the area with a sustainable mix of uses, and paying close attention to connections within and outward from the area, Coliseum Central will be uniquely positioned as a destination within the region.



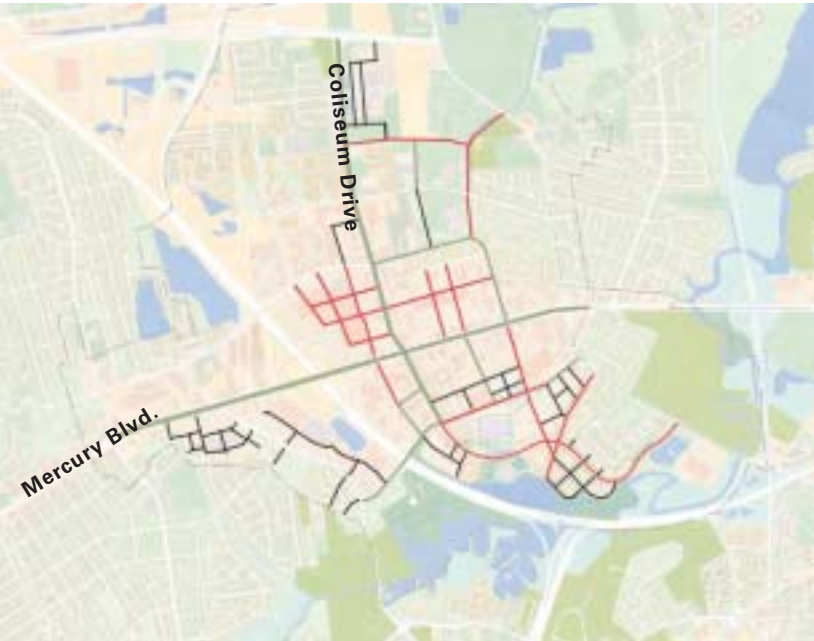
FRAMEWORK OF DEVELOPMENT PATTERN The Coliseum Central District will develop with mixed-use neighborhoods, traditional Hampton residential neighborhoods, and regional attractions.

Incremental Action and Fundamental Change

A defining characteristic of the District is its size and range of properties, large and small, with a variety of owners, interests and capacities. By structuring the Plan with policies, frameworks, and initiatives, all levels of investments are encouraged and coordinated. Upon implementation of this Plan, the District will have transformed itself into a vibrant mixed-use area. The Plan offers a new structure for the District, as described in its framework, and this overall structure explains how even small investments and incremental actions, as described in the initiatives section, will produce fundamental change over time.

ORGANIZATION OF THE PLAN

The Master Plan describes three levels of recommendations: **policies, frameworks, and initiatives**. Policies provide the general over-arching direction for growth over the next decade. Frameworks specifically describe, at the scale of the District, how and where this growth



FRAMEWORK OF STREETS New streets will reduce the scale of blocks, provide more local connections, and weave the commercial areas together with the surrounding neighborhoods.

should occur and how it can lead to a more connected and vibrant area. Initiatives describe, in yet greater detail, how public and private investments can leverage each other to implement the community vision in the form of specific design ideas.

Policy Recommendations

Some main policy recommendations have been crafted to guide the redevelopment and growth of the Coliseum Central area. These fundamental principles are meant to guide policy makers when reviewing future development proposals.

Framework: Development Patterns

The District will gradually transform its underlying land use pattern from one that permits commercial development of all scales in any location to one that comprehensively organizes land uses and development patterns according to adjacencies and compatibilities. The Plan recommends the consolidation of the largest commercial uses, such as retailers greater than 100,000 square feet, the regional



FRAMEWORK OF OPEN SPACE The Coliseum Central District will become connected to the City through the development of sites that provide access to natural systems.

REDEVELOPMENT POLICIES
Create dense, connected, and pedestrian-friendly activity centers in identified areas.
Encourage residential development wherever possible, in appropriate forms that relate to neighboring land uses.
Organize land use in terms of scale of development rather than type, and cluster uses compatible in character.
Develop and connect open space and natural areas within the District to provide amenities for residents and visitors alike.
Create new public streets with sidewalks and street trees that connect the varying land uses in the District.

attractions, and other auto-oriented uses to locations adjacent to the interstate. The Plan also recommends reducing the amount of land exclusively dedicated to commercial and retail uses by creating new areas of housing and mixed-use development.

Framework: Street Network

New public streets throughout the District will reduce the scale of blocks into parcels that support varying types of development. The new streets will also connect the District to surrounding neighborhoods and vice versa, creating an area that relies less on the main arterial for local movement. The new streets will improve access and connectivity of the District while permitting Mercury Boulevard, Coliseum Drive, Armistead Avenue, and other arterials to function more effectively.

Framework: Open Space and Pedestrian Connectivity

The District’s open space will be acknowledged and developed into a primary amenity for residents and visitors alike. Newmarket Creek, Tide Mill Creek, the schools, parks, and plazas will be connected through a network of sidewalks, trails, boulevards, bike routes, and walkways. The Plan recommends access points and trail heads for the Newmarket Creek trail system throughout the District, in both existing and new neighborhoods. New parks, plazas, and greens will become focal points of new mixed-use development.

INITIATIVE AREAS

Coliseum Drive North

Riverdale Plaza and Coliseum Mall will be redeveloped into pedestrian-friendly, mixed-use areas containing community- and neighborhood-serving retail, offices, as well as some new housing opportunities. A new park or plaza will form the center of the new developments. Von Schilling Drive will connect these parks, or centers, and will evolve into a new, two-sided retail street.

Coliseum Drive South

The Hotel District will be connected to new development east of Coliseum Drive through a realignment and extension of Convention Drive to the east, and to redeveloped Coliseum Mall north of Mercury Blvd. with the extension of Commerce Drive to the north. A new park in the middle of the Hotel District will serve as a gathering place, small event area, and shuttle pick up area for hoteliers. A potentially re-aligned Pine Chapel Road will create a new address for mixed-use development containing offices, retail, hotels, and housing.

Coliseum Crossroads

The Hampton Coliseum and new investments near the Hampton Roads Convention Center and Embassy Suites Hotel will attract retail, entertainment, and housing along Newmarket Creek. New trails, parks, and promenades will transform Newmarket Creek into a regional attraction and a spectacular setting for a new urban neighborhood with direct access to the Newmarket Creek trail system.

Power Plant Parkway

Power Plant Parkway will become a premier address for large format regional retailers. These predominately auto-oriented attractions will be coherently organized and designed so as to not negatively impact other developments. The former Mercury Plaza will be re-developed with a mix of out-parcel restaurants, pedestrian-oriented commercial, offices, and housing.

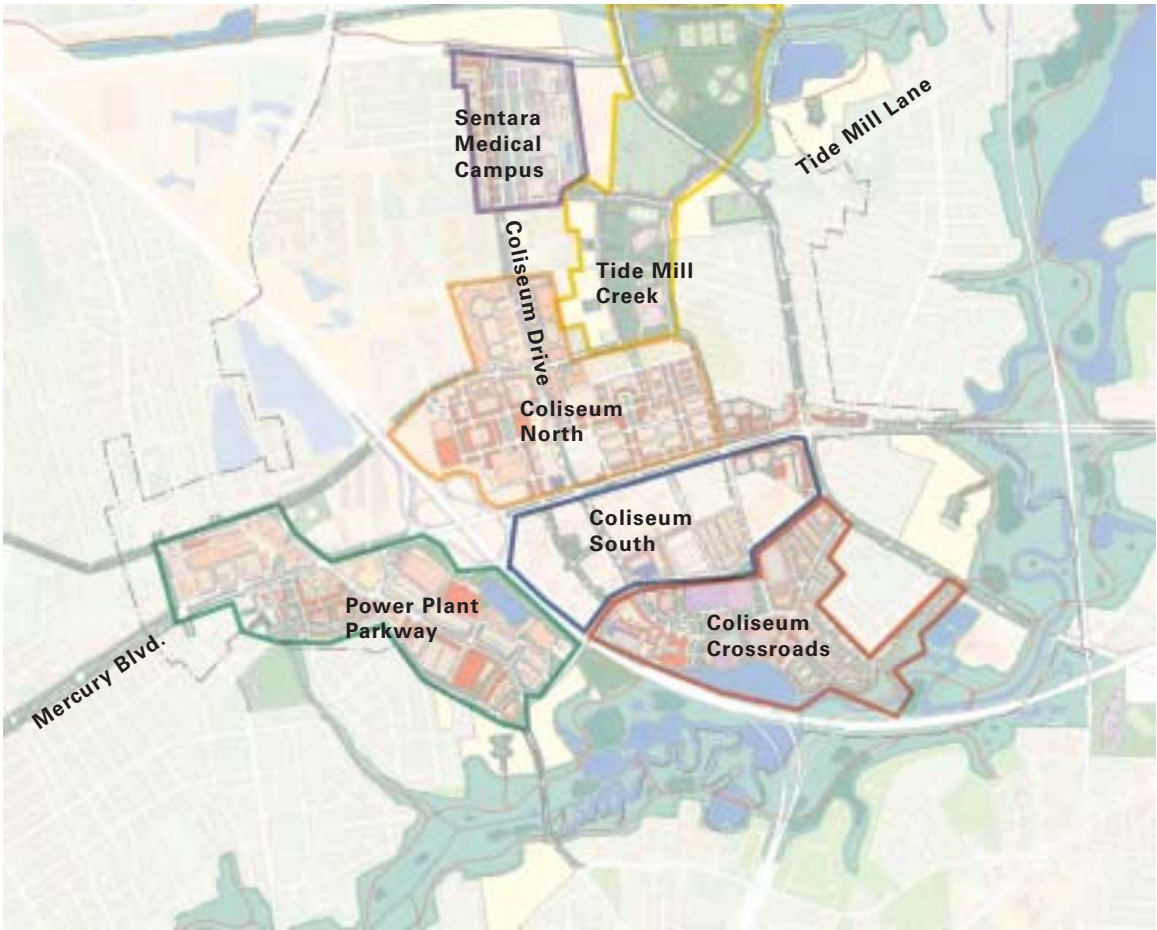
Sentara

The Sentara CarePlex Hospital at Hampton Roads Center Parkway and Coliseum Drive will become a world-class medical campus and the District’s primary non-retail employer. New medical offices and research facilities will create a market for housing and retail uses throughout the District. The Campus will be connected to the

District by transit, sidewalks, trails, and open space.

Tide Mill Creek

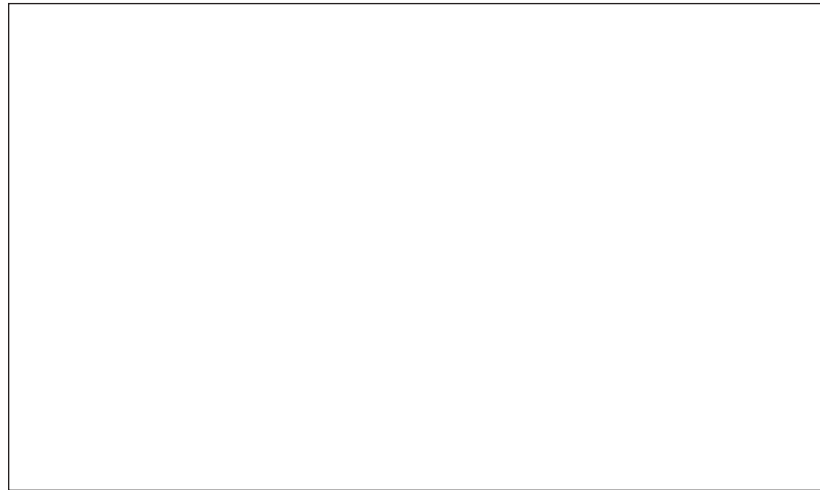
Tide Mill Creek will be improved to become an amenity to the neighborhoods and adjacent schools. The Plan recommends consolidating the school properties in order to create additional land for housing and to improve the edges of the schoolyards.



INITIATIVE AREAS Six initiative areas have been designated to share compatible, connected uses.



Sentara Medical Campus

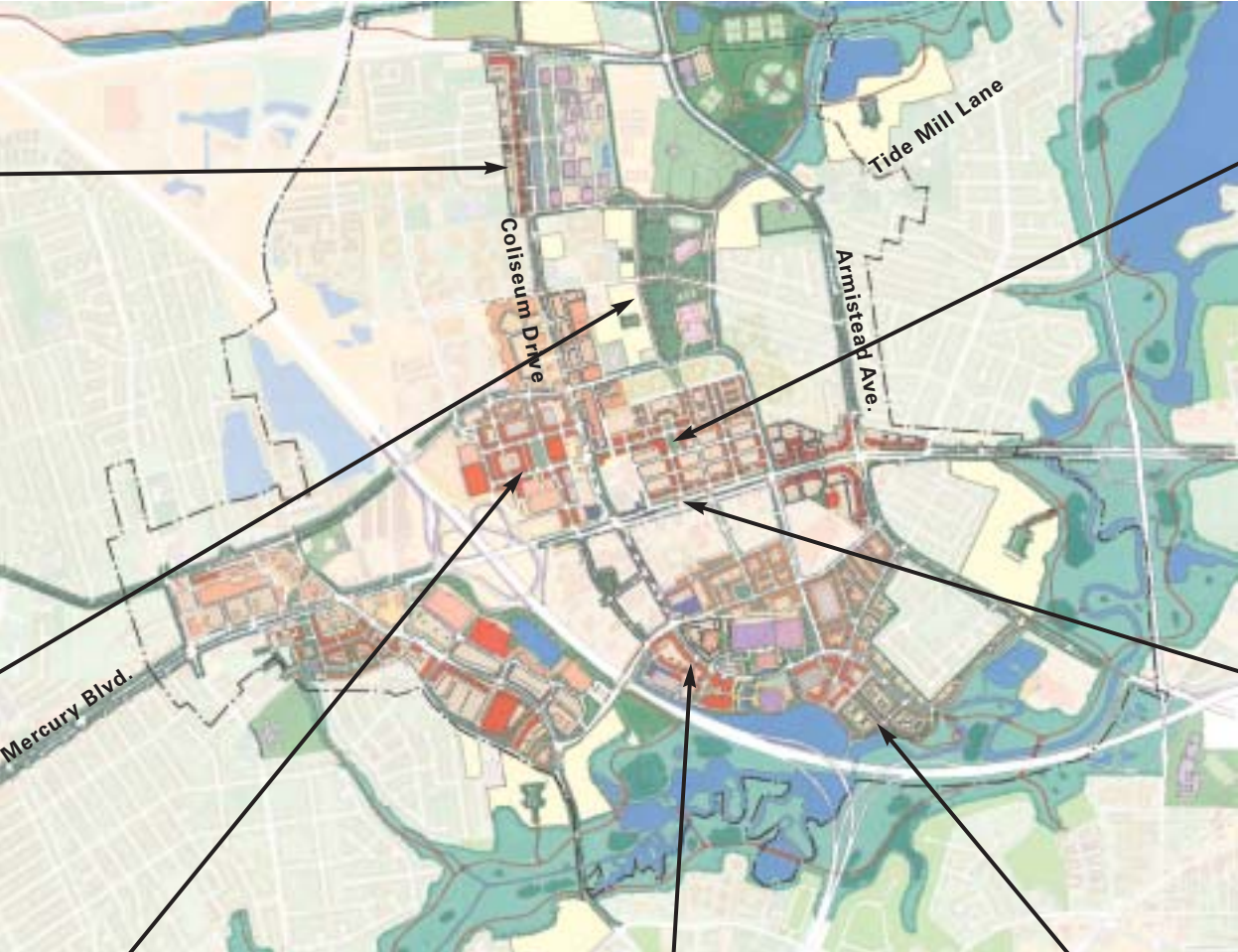


New Housing adjacent to Eaton Middle School



Redeveloped Coliseum Mall

A SERIES OF DISTRICTS Coliseum Central will re-invent itself over time as a series of unique, multi-use districts connected by compatible developments and connective streets and open space.



Redeveloped Riverdale Plaza



Mercury Boulevard



Crossroads Retail

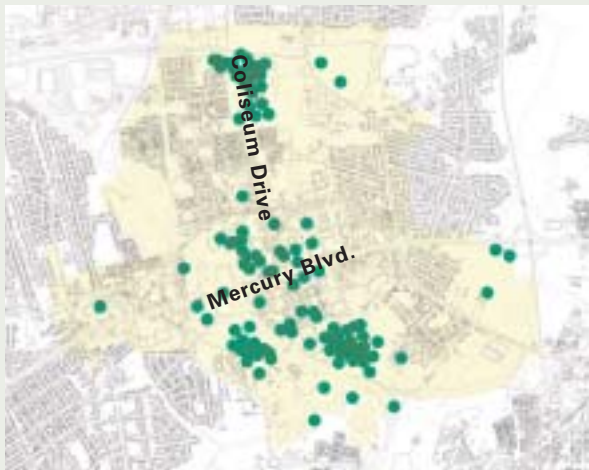
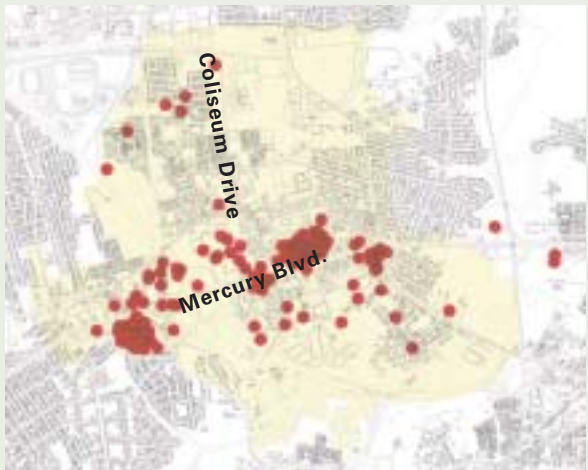






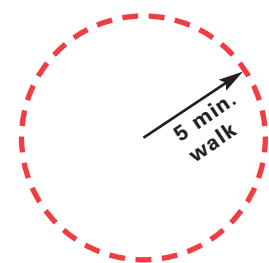
Coliseum Crossroads Housing

Analysis

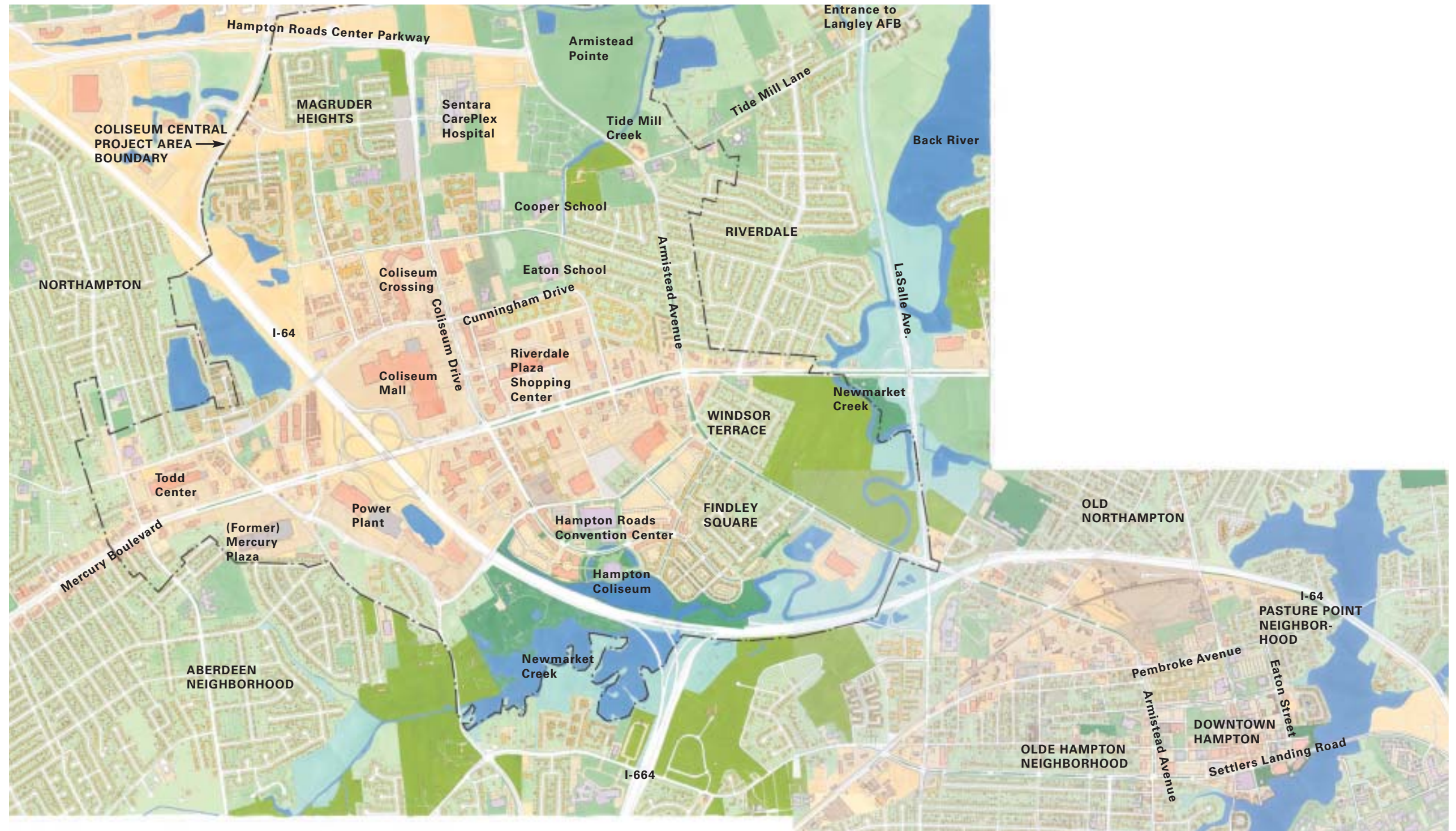
Public Process

The foundation of the Master Plan is its dedication to public process and citizen engagement. The planning process included three public meetings and several focus group meetings with property owners, residents, City staff, CCBID staff, and other stakeholders. All participants were initially asked to list the strengths, weaknesses, visions, and priorities for the Coliseum Central area. The results, summarized on this page, revealed the varied interests and needs of the District. The focus of the master planning process was a design charrette held from February 16-20, 2004. At this public design workshop, the Master Plan team met with individual property owners and stakeholders to discuss plans and ideas for redevelopment. The charrette culminated in a public meeting where alternatives and ideas were presented. Following the charrette, the team conducted follow-up meetings with stakeholders to refine ideas and gather consensus on a final direction for the Plan. The final design ideas were presented at a public meeting on June 30, 2004.

STRENGTHS & WEAKNESSES	
STRENGTHS	WEAKNESSES
<div>Stable neighborhoods</div> <div>Proximity to Downtown Hampton</div> <div>An organized BID</div> <div>Recent investments in the area</div> <div>Regional identity of the Hampton Coliseum</div> <div>Proximity to Newmarket Creek</div> <div>Sentara CarePlex Hospital</div> <div>Regional transportation system</div> <div>Secondary street network</div>	<div>Mercury Boulevard</div> <div>Interstate as a barrier</div> <div>Inaccessibility to natural amenities</div> <div>Narrow range of housing opportunities</div> <div>Commercial vacancies</div>
	
	
	



CONTEXT MAP At 1900 acres, Coliseum Central is significantly larger than downtown and its surrounding in-town neighborhoods.



Development Patterns

Regional Positioning

Hampton's relative location in the region has changed significantly over the past 30+ years. Prior to the interstate system, the Hampton Roads region was comprised of individual cities and towns within counties: Hampton, Newport News, Norfolk, Portsmouth, Williamsburg, and Virginia Beach. These communities were relatively self-contained and marginally connected. With the introduction of the interstate system (I-64) and tunnel crossing (connecting the Peninsula to the Southside) in the 1960s and 1970s, regional mobility increased. The interstate system, local government annexation/consolidation, and suburban growth set the tone for how the region would grow in the upcoming decades.

The expanding economy in the 1970s and 1980s united the cities and towns into a single economic region. Interstate 64, connecting the Peninsula with the Southside was the primary regional transportation link to Richmond and the rest of the state. Located at the edge of the region and with excellent interstate access, Hampton was well-situated to take advantage of suburban growth. During this time, Hampton's population increased, developed land expanded, and the Coliseum Central area experienced its most prosperous years.

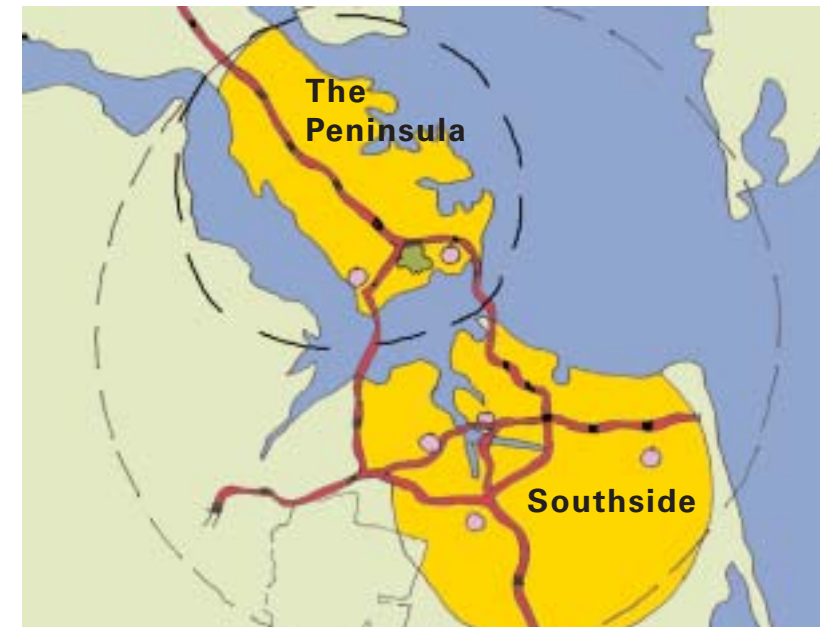
In the 1990s, the regional interstate loop (I-664) was completed, including a second alternate tunnel connection and the regional frontiers of growth moved north up the Peninsula and west across the James River. Hampton was no longer on the edge of a fast growth area, but rather in the center of a stable region. The competitive advantages of inexpensive land and proximity to new growth enjoyed



THE REGION BEFORE THE INTERSTATES Hampton is one of six cities in the Hampton Roads region. The Coliseum Central area is undeveloped and on the fringe of the City (BID District is shown in dark green).



THE REGION IN 1980 Interstate investments overcame the waterways and began to form a single region. The Coliseum Central area is located on the edges of regional growth, benefitting from superb regional access.



THE REGION TODAY The region has evolved into two sub-regional markets. Coliseum Central is in the relative middle of the entire region, but on the edge of its respective regional sub-market.

by the area just 20 years prior had moved north and west. Today, the Coliseum Central area is located at the very center of the overall region, but still maintains excellent access, located at the crossroads of the regional interstate loop system (I-64/664) and the primary interstate link (I-64) to the rest of Virginia and beyond. These changes have had a profound effect on how Coliseum Central competes for regional investments.

Patterns and Scale

At 1900 acres, the Coliseum Central BID is one of the largest in the country. By comparison, this area is over twenty times the size of Downtown Hampton. The District’s development pattern is characterized by a collection of separate, self-contained complexes, none of which are particularly well-connected to the others. The Coliseum Mall, Sentara Careplex Hospital, Mercury Plaza, Riverdale Plaza, Todd Center, Coliseum Crossing, and The Power Plant are examples of large investments that are internally cohesive yet bare little relationship to their surroundings. The commercial area, however, is surrounded by cohesive and stable neighborhoods, each of a walkable scale.

Property Inventory

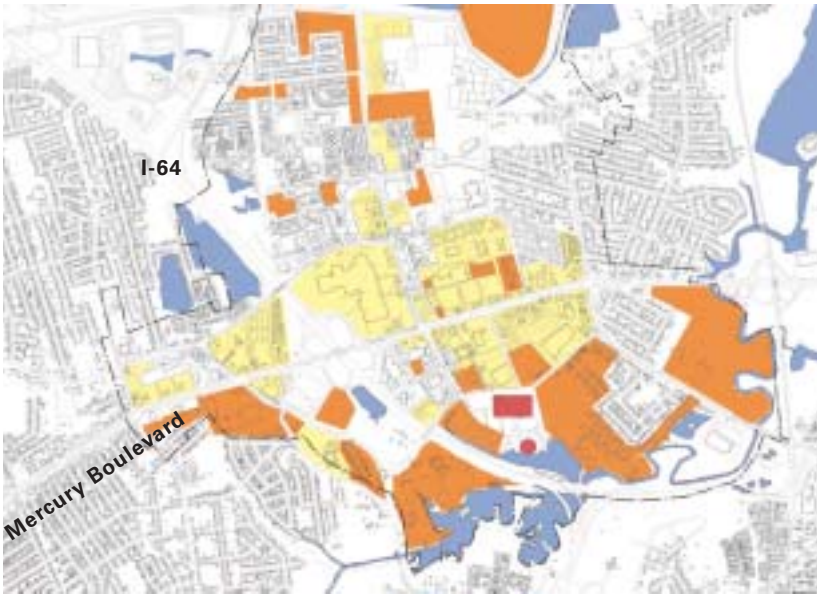
While there exist only a few undeveloped parcels in Coliseum Central, many developed parcels are either underutilized, vacant, or otherwise likely to be redeveloped in the upcoming years. The City has direct control of a few properties, some of which contain public institutions or are undevelopable.



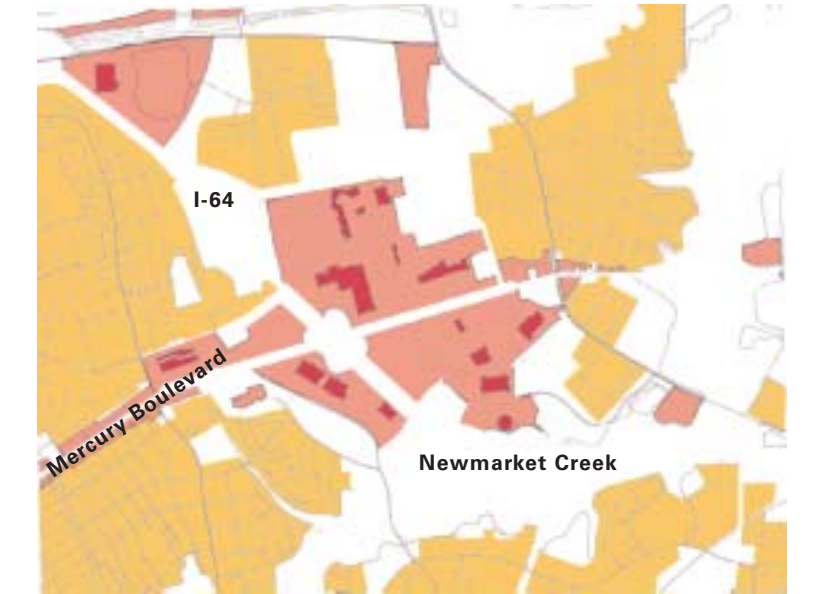
SCALE OF DEVELOPMENT Commercial development has centered on the interstate interchange and has occurred as pockets of isolated development. Neighborhoods are well-connected, with small blocks and a walkable scale.



IMPACT OF THE INTERSTATE AND MERCURY BOULEVARD Acknowledging the impact of these roads, the District can develop into smaller areas that are better connected to and supportive of their surrounding neighborhoods.



VACANT AND UNDERUTILIZED PROPERTY Overwhelming vacant properties (orange) are located on the periphery of the study area while underutilized properties (yellow) are located in the core.



URBAN FORM TODAY The Interstate, Mercury Boulevard, and Newmarket Creek create barriers and currently divide the study area into disconnected districts.

CONCLUSIONS

Coliseum Central’s relative position in the regional market place has shifted. The District is now in the center of the region. The District must provide retailers and housing products diverse and unique to the Peninsula in order to compete.

Mercury Boulevard, I-64, and Newmarket Creek separate the District into sectors.

Most of the District is developed. The next generation of growth will be characterized by redevelopment of greyfields more than the development of greenfields.

Partnerships between the City and private property owners will be critical to direct the redevelopment of greyfields.

Street Network

Regional Traffic

Located adjacent to the region's northern branch of the Hampton Roads interstate loop, Coliseum Central sits in the middle of Hampton's regional transportation network. The District has direct and high-quality access to the interstate in all directions. The stretch of I-64 through the District is one of the highest volume roadways of its type in the region.

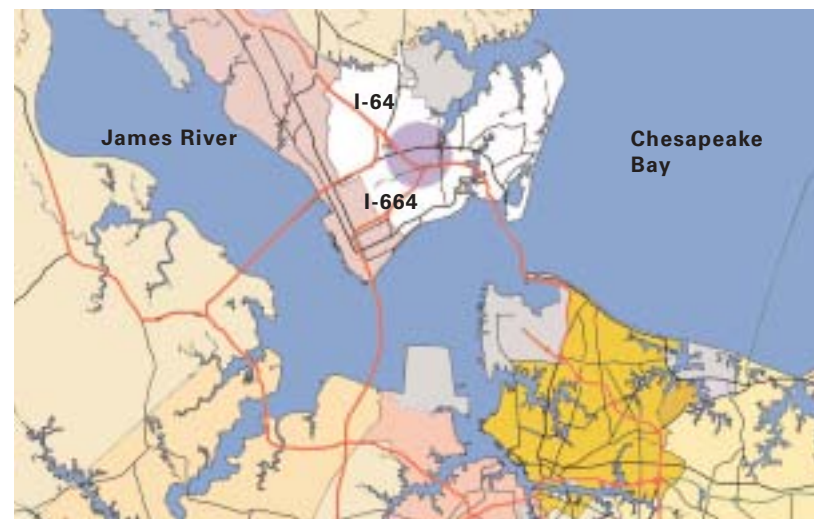
Mercury Boulevard is an important east/west arterial throughout Hampton and the Peninsula. It serves high volumes of through-traffic and connects the entire eastern half of Hampton to the interstate system and the region. Until such time as the Hampton Roads Center Parkway is extended east, Mercury Boulevard will, for the foreseeable future, continue to be the major east/west through-route.

Local Network of Streets

Cunningham Drive, Pine Chapel Road, Armistead Avenue, and Power Plant Parkway create a macro-grid of streets that greatly facilitate the movement of both regional through-traffic and local destination-based traffic through and to the study area. This grid of streets has prevented the area from developing along a single corridor, where all traffic is relegated to one street. Instead, the area has developed predominantly along two main streets, Mercury Boulevard and Coliseum Drive, fed by the network of other arterials.



REGIONAL NETWORK Due to the City's waterways and natural areas, Mercury Boulevard collects all north and westbound traffic from the eastern sections of Hampton.



REGIONAL LOCATOR The District has superb regional Interstate access, as it is located at the junction of I-64 and I-664.



MERCURY BOULEVARD This road, like many suburban arterials, is burdened by carrying high volumes of both regional through-traffic and local destination traffic. The result is a confusing roadway that encourages low density development and poor utilization of the land. Multiple curb cuts (represented by red dots) create access conflicts and a dangerous pedestrian environment.



Mercury Boulevard looking east



Mercury Boulevard at Saville Row looking west

Blocks

The District contains a variety of block types and sizes. The older neighborhoods contain long, narrow, and organically shaped blocks of single-family housing. Assembled together, these blocks tend to create a cohesive and connected neighborhood with gracious streets and front yards. The more recently built neighborhoods contain larger, more rectilinear blocks containing multi-family housing. The housing units tend to face inward, with their service and parking facing the public streets. Assembled together, this block pattern creates a disconnected set of auto-oriented streets.

There are two types of commercial blocks. They are either narrow and located on main arterials, or they are large, containing strip malls or other auto-oriented commercial uses. Few of the commercial blocks in the District contain sidewalks or any pedestrian amenity. Assembled together, they create a “super grid” of streets that facilitates access and movement but does not connect surrounding neighborhoods to daily activities and services.

CONCLUSIONS

The District is well-connected in the north/south direction but not well-connected in the east/west direction. As a result, Coliseum Drive has the potential to become a local street with retail uses on both sides.

Mercury Boulevard is and will likely always be a major regional arterial with the burden of high volumes of through-traffic.

The District’s blocks are large and not pedestrian-friendly. New public streets can reduce the scale of the blocks to create high-quality development parcels and connect the isolated pockets of semi-public pedestrian spaces.

Coliseum Drive can become a spine for new, mixed-use development.



EAST/WEST CONNECTIONS The District relies entirely on Mercury Boulevard for its regional east/west traffic.



NORTH/SOUTH CONNECTIONS The District is well-connected in the north/south direction. Therefore, Coliseum Drive can function more like a local street.



COLISEUM DRIVE As a local road, Coliseum Drive can become a spine for new development.



Commercial Superblock - Greater than eight acres/block



Traditional Hampton Residential Block - Between two and four acres/block



BLOCK SIZE COMPARISON Blocks in Downtown Hampton (above) are relatively small and interconnected while blocks in Coliseum Central (right) are large and disconnected.



Residential Superblock - Between four and eight acres/block



Open Space & Pedestrian Connectivity

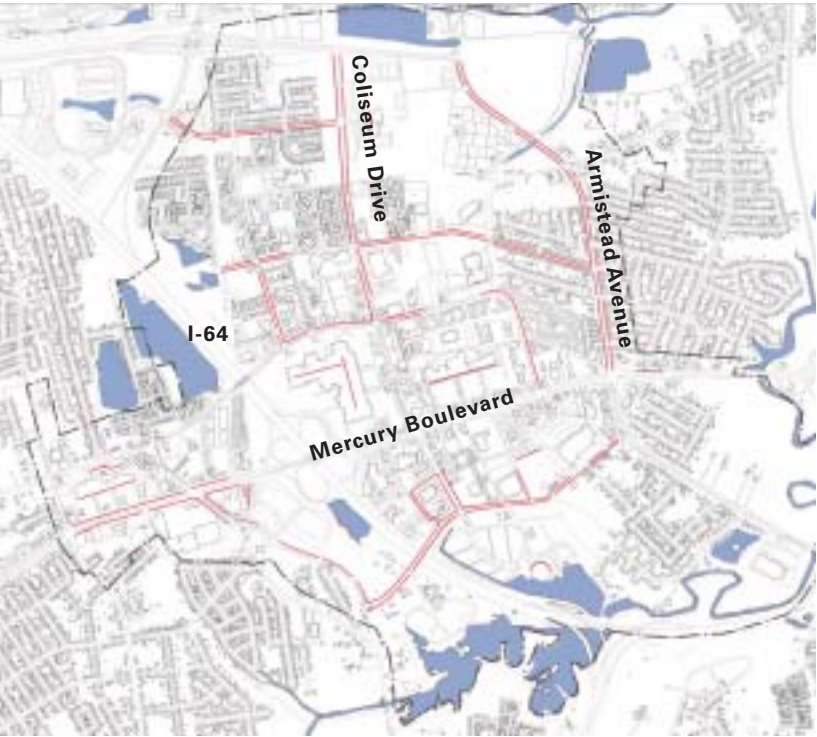
Open Space

Newmarket Creek and its tributaries surround and penetrate the District, influencing its development patterns by creating natural edges and boundaries to development. While the Creek is considered by many residents as an amenity, access to it is limited as it winds through the backyards of homes throughout the neighborhoods.

The area’s open space system does not play a significant role in the visitor experience and to the employees of the District. It is a visual amenity that can be seen when crossing it, however, it is rarely used due to lack of convenient access. Many of the area schools and parks are located on the low-lying land that is otherwise undevelopable. The schools serve as key public open spaces and recreational amenities to the District. Armistead Pointe, has been reserved in the City’s Comprehensive Plan as a site for a major recreational and public amenity.

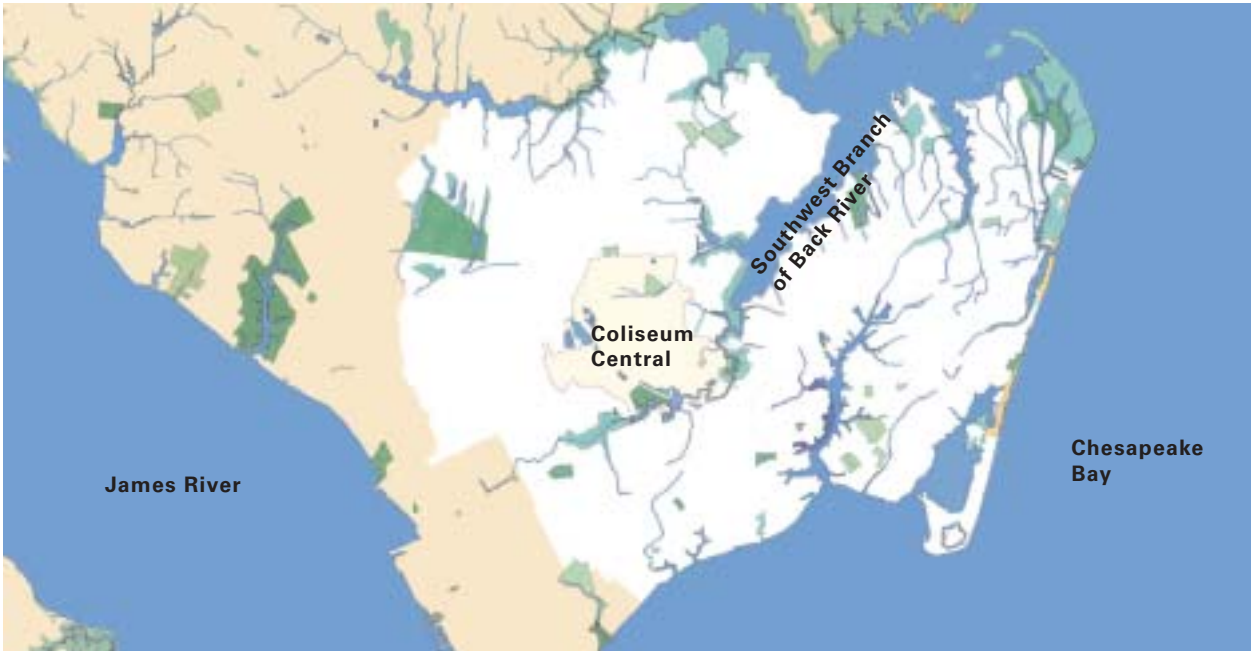
Pedestrian Connectivity

The District contains few on-street sidewalks. Most streets have been built with little or no pedestrian accommodations. Unique to the District, however, is a pattern of relatively high-quality, semi-public pedestrian spaces. The interior walkway of Coliseum Mall, the boardwalk adjacent to Bass Pro Shops, the promenade around the Coliseum, and walkways in front of some of the commercial centers are all important pieces of pedestrian infrastructure. They are isolated from each other, however, and do not connect to public sidewalks along public streets or facilities.

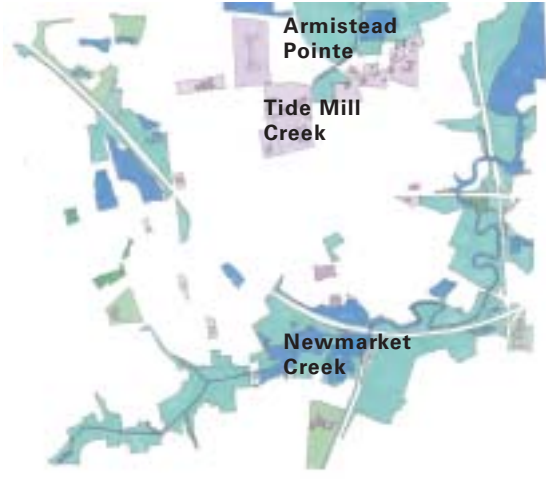


EXISTING SIDEWALKS & PEDESTRIAN AREAS Though a number of sidewalks exist in the District, few run for a full length of street nor are connected to each other.

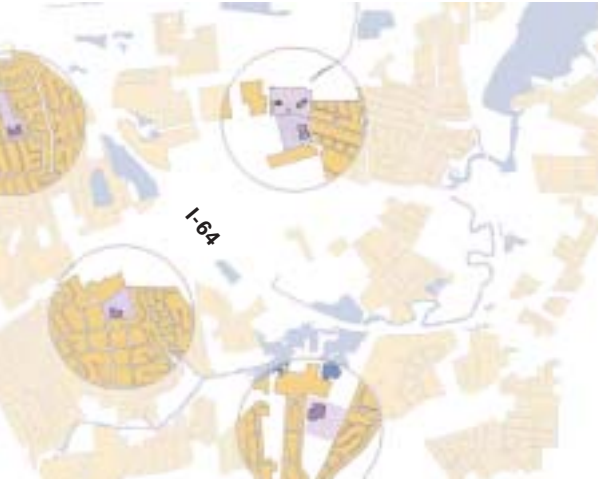
CONCLUSIONS
Newmarket Creek is proximate to many areas of the district but is inaccessible to residents, visitors, and employees.
There are pockets of isolated, semi-public pedestrian spaces not connected to each other or to public sidewalks.
Several of the area schools are on the edges of residential neighborhoods, not in the center.



REGIONAL OPEN SPACE Newmarket Creek connects the interior portion of Hampton to the Back River and Chesapeake Bay, as it runs through Coliseum Central.



COLISEUM CENTRAL OPEN SPACE Newmarket Creek creates a natural boundary for the District’s neighborhoods. The lowlying lands have been developed for schools and other institutions.



SCHOOLS AND NEIGHBORHOODS Existing schools should be supported by their surrounding neighborhoods.

Transportation Analysis

The redevelopment of the Coliseum Central area calls for several transportation-related interventions. However, transportation solutions, particularly those that singularly target traffic related concerns, by themselves will not drive redevelopment. More holistic and integrated strategies that balance land-use, urban design, and traffic operation issues are needed to truly catalyze redevelopment and create a more livable Coliseum Central. The following transportation guidelines capture the principle of balancing the different aspects of the Coliseum Central area and have emerged from the recent charrette held with the community. These principles should guide any redevelopment efforts.

1. Create Real Streets and Blocks.

The Coliseum area is made up of 2,000-foot long super blocks surrounded by four major arterials: Mercury Boulevard, Coliseum Drive, Armistead Avenue, and Hampton Roads Center Parkway. Although offering ease of regional access, these arterials do little to facilitate the shorter and local trips that take place within the area. The sparse network offers limited connectivity and therefore limited route choices. Though the arterials may provide superior service to vehicular travel, they make a harsh environment for users of other modes of travel such as pedestrians, bicyclists and transit-users. The first transportation principle involves slowly modifying this existing system of streets and blocks to be more supportive of proposed land

use changes via the creation of smaller blocks and a more extensive local road network. At minimal cost to land owners, existing drive-ways and parking lot drive aisles can be converted into real streets. This would entail the addition of streetscape elements (street trees, lights, etc.) and drainage improvements.

New streets perpendicular to Mercury Boulevard and Coliseum Drive offer an opportunity to create a properly designed urban street network that not only accommodates but also encourages pedestrian activity. These streets act as pedestrian "refuge" nodes along the busy arterial and can support the development of focused mixed-use areas or "lifestyle centers." Streets within a lifestyle center would have urban streetscapes (pedestrian-oriented furniture, lighting, and street trees) and on-street parking. Land uses front along these lifestyle center streets capturing the high-visibility offered by the arterial streets without forcing the land use to front the busy arterial.

With the creation of new streets there is an opportunity (and a need) to provide a new connection across Mercury Boulevard between the hotel district and Coliseum Mall. The potential exists to create a full intersection, a partial movement intersection, a pedestrian crossing or only a visual connection with the removal of the existing flyover. This structure has outlived its design purpose and removal creates many opportunities to improve the character of this section of the district.

2. Enhance Pedestrian Network.

The Coliseum Central district area has an inherent market for retail and commercial services because of its significant visitor/tourist-ori-



Street Types

ented land uses (hotels, Coliseum, and Convention Center). One of the keys to redeveloping the district is linking the potential retail market (south of Mercury Boulevard) to the commercial areas via multiple types of network (pedestrian, transit, and vehicular). Specifically, this entails improvements on the primary north-south links of Cunningham Drive, Saville Row and, most importantly, Coliseum Drive so they can satisfactorily accommodate pedestrian and vehicular travel.

Coliseum Drive provides the most continuous and extensive north-south connection and should be developed as the primary pedestrian spine. North of Mercury Boulevard, redevelopment should focus on creating a continuous building frontage (street wall) that frame the street. However incrementally, the BID should encourage street-oriented buildings in redeveloping and new out parcels.

On-street parking is an essential element to creating successful urban streets and should be included as part of the street reconstruction whenever possible and especially when critical to the success of the new land use.

South of Mercury Boulevard, there is an opportunity to provide a standard streetscape treatment along Coliseum Drive as part of the Convention Center development. The new streetscape should include on-street parking where feasible, street trees, and pedestrian-oriented lighting and street furniture. As much as possible, mid-block crossings on Coliseum Drive should be added especially in areas where increased pedestrian traffic is expected (i.e. near lifestyle centers or redeveloped corners).

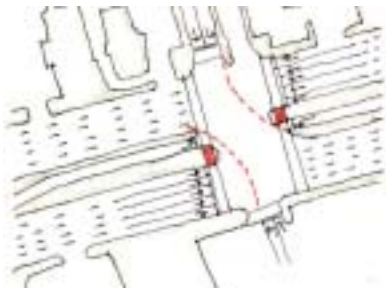
3. Mercury Boulevard Improvements.

Mercury Boulevard has a curb-to-curb width of 160' between Coliseum Drive and Armistead Avenue. Within this width are eight

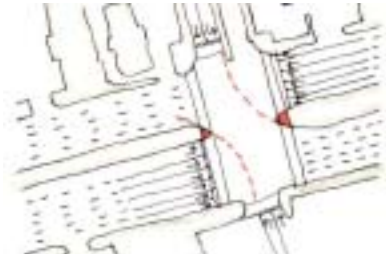
thru lanes, two continuous right-turn lanes, two to four left turn lanes, and a 45' wide raised median. The arterial functions are at an acceptable level from a traffic operations perspective. However, from an urban design and land use planning perspective, the road poses a challenge for redevelopment efforts of the Coliseum Central District. With the more than 250' wide distance across fronting buildings, Mercury Boulevard establishes a difficult barrier between the north and south areas of the district preventing it from becoming the truly dynamic visitor/commercial center that it can be. The road itself is a hostile environment for pedestrians with its intermittent sidewalks, frequent curb cuts, few crossing opportunities, and absent streetscape. The few out parcel buildings retreat far back from the street and do not add value to the quality of the walk.

The study team recognizes the importance of maintaining a balanced approach to changes on Mercury Boulevard as it must continue to perform as a critical regional transportation corridor while supporting the more pedestrian-oriented visitor and commercial activity the redevelopment effort will bring to the district. To accomplish this the study team is recommending a phased approach to improvements on Mercury Boulevard. The initial phase would focus on improving pedestrian crossings at major intersections. Creating new left turn bays within the existing median area will create pedestrian refuge areas while reducing the number of lanes that must be crossed in each pedestrian signal phase. Improved crosswalks, lighting, and signage will be incorporated to make crossings less intimidating, reducing the barrier effect of Mercury Boulevard.

The second phase of improvements to Mercury Boulevard would focus on access management to the properties fronting on Mercury. The significant number of curb cuts creates a hazardous environment of turning conflicts for vehicles as well as pedestrians along the entire



INSIDE LEFT TURN Substantial median refuge islands are free from impact of turning radius requirements of intersecting street's left turn



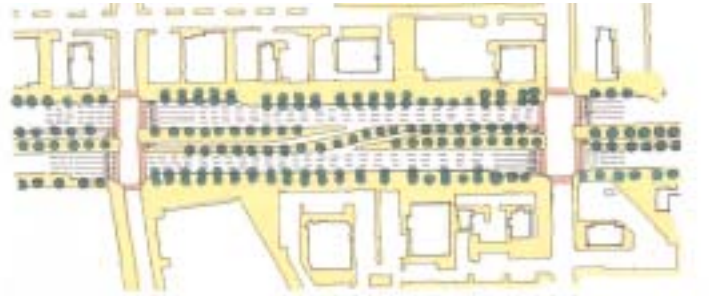
CONVENTIONAL LEFT TURN Limited median refuge islands due to turning radius requirements of intersecting street's left turn



MERCURY BOULEVARD (PHASE 1) Improve pedestrian enhancements with crosswalks, sidewalks, and improved median.



MERCURY BOULEVARD (PHASE 2) Improve access to properties by creating a safe deceleration and turning lane and encouraging access from a service road entered along the backs of properties.



MERCURY BOULEVARD (PHASE 3) Create an urban boulevard with continuous landscape and minimal curb cuts.

length of Mercury Boulevard throughout the district. Consolidation of access points will allow the existing continuous right turn lane to be broken up with knuckles and turning bays that will provide landscaping opportunities, pedestrian protection, and eliminate some of the hazardous turning vehicle conflicts.

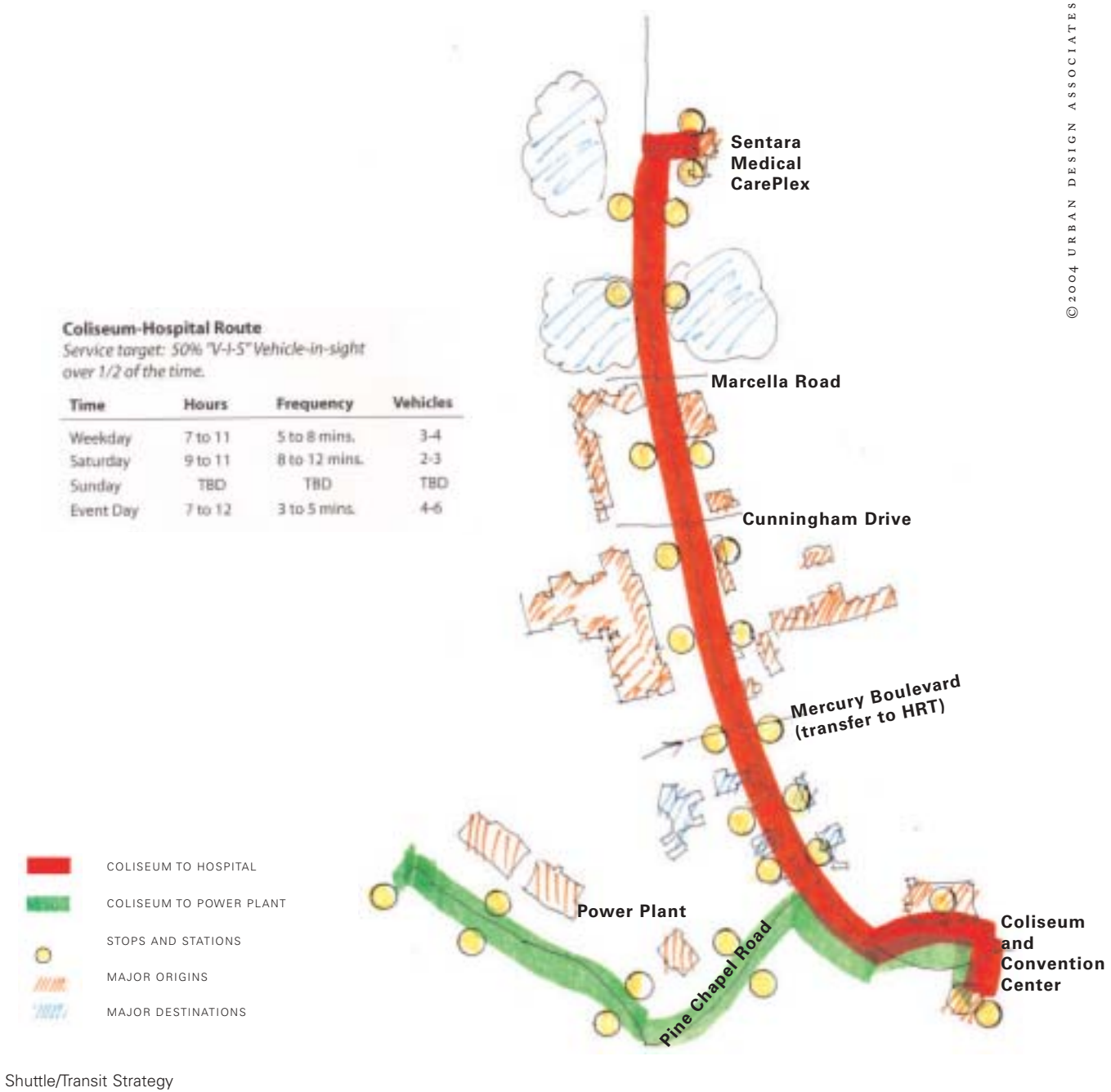
The final phase would eliminate mid-block access points altogether, consolidating all access at major intersections and providing access to individual parcels from service roads running along the backs of private properties fronting Mercury Boulevard. This final phase would provide an area for continuous landscaping and wide sidewalks along the edges of Mercury Boulevard, creating an attractive and inviting urban boulevard.

4. Improve Transit Service.

The improvement of transit service is an essential element in Coliseum Central's successful growth. The first step toward this end is to ensure that redevelopment efforts create a built environment supportive of the future integration of a regular transit service. Aside from ensuring that trip ends and origins have proper provisions for pedestrians (adequate sidewalks, streetscapes and pedestrian amenities), improvements should also be made to enhance existing Hampton Roads Transit (HRT) bus stops at major activity centers. An important provision for shuttle transit that can be provided in the near future is a highly visible, centrally located "multi-mode" center (for all modes of shuttle, tour bus, taxi) on the major new street between the Coliseum and the Convention Center.

Second, the Coliseum Central community needs to build on the shuttle service the hotels and convention center currently have. The existing service is an on-demand shuttle service provided by the City to serve the hotel users. An expanded service that connects the major uses such as the Sentara CarePlex Hospital, the Coliseum Mall,

Coliseum Crossing, and the Power Plant area can be initially run and tested during event days. The frequency of the expanded trip should be closely coordinated with the other potential anchor uses depending on their needs. For instance, a noontime trip can be included to service the hospital and the mall area. As redevelopment gradually happens and depending on the result of the expanded service test, the feasibility and need for a regular transit service can be explored. The drawing on this page illustrates a preliminary concept of a shuttle service for the Coliseum Central area. The shuttle route and schedule should be closely coordinated with the HRT bus routes that run through the District. An initial estimate of 3 to 4 vehicles are required for regular\weekday service of 5-8 minute headways, and 4 to 6 vehicles for event day service of 3 to 5 minute headways. The feasibility of a secondary route linking the Coliseum and the Power Plant should also be evaluated.



Residential Market

RESIDENTIAL MARKET STRATEGY

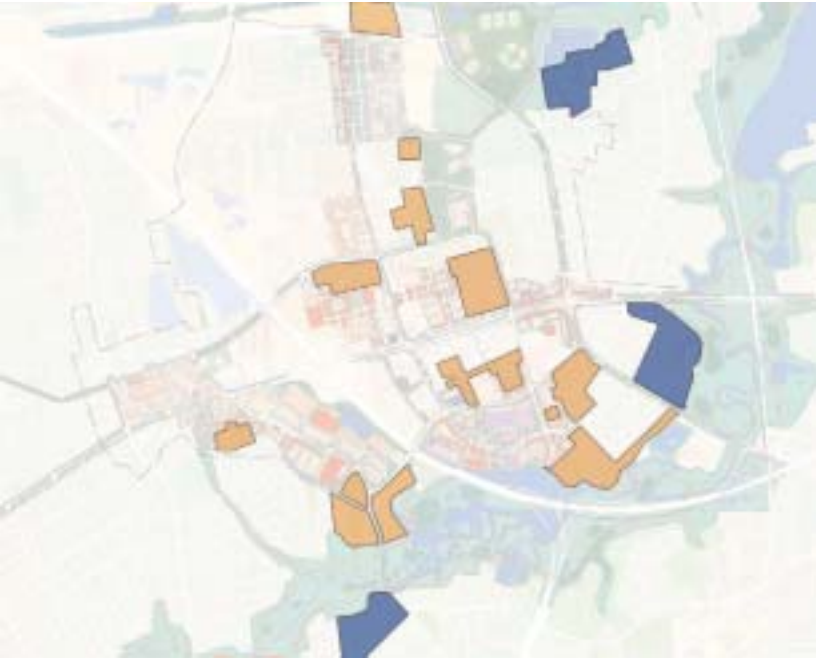
The market analysis conducted by Zimmerman/Volk Associates identified a market demand for housing units in Coliseum Central. The report estimated the extent and characteristics of that potential market (see Appendix A: Market Analysis: Coliseum Central Residential Market Potential). Appendix A is a supplemental document to the master plan that consists of a complete market analysis for the residential, retail, and office potential in the Coliseum Central area). According to the analysis, the target market for new market-rate housing units within Coliseum Central consists of approximately 2,310 new households.

Distribution by housing type is shown in the table top right (Potential Market for New Housing Units) and clearly identifies the potential for a full range of housing types – from rental multi-family to for-sale, single-family detached houses. The analysis also indicates that new construction in the core of the Coliseum Central District should concentrate on the higher-density housing types that most efficiently support urban redevelopment including:

- Rental lofts and apartments (multi-family for rent);
- For-sale lofts and apartments (multi-family for sale); and
- Townhouses, rowhouses, live-work or flex units (single-family attached for sale).

The analysis shows in the year 2003 up to 1,290 households represented the pool of potential renters/buyers of new market-rate hous-

ing units, excluding single-family detached units, within the core of the Coliseum Central District. Zimmerman/Volk Associates have determined an annual capture of between 10 and 15 percent of the potential market, depending on house type, is achievable. Based on a 15 percent capture of the potential market for multi-family units of all proposed types and a 10 percent capture of for-sale, single-family attached units, the Coliseum Central District should be able to support up to 287 new units per year over the coming five-year period. (See details in the Annual Capture of Target Market table bottom right.)



OPPORTUNITY SITES Sufficient available land exists today to accommodate several years of absorption. The areas in orange indicate sites in the core of the District appropriate for higher density housing. Areas in blue indicate sites on the edges of the District appropriate for medium density housing. Additional land may be required to realize the full projected market potential.

POTENTIAL MARKET FOR NEW HOUSING UNITS					
HOUSING TYPE	NUMBER OF HOUSEHOLDS	PERCENT OF TOTAL			
Multi-family, for rent	800	34.6%	1290 units of medium to high density housing: Target Market for core of Coliseum Central District		
Multi-family, for sale	280	12.1%			
Single-family attached, for sale	210	09.1%			
Low-range single-family detached	510	22.1%	1020 units of low density housing: Target Market for edges of Coliseum Central District		
Mid-range single-family detached	380	16.5%			
High-range single-family detached	130	05.6%			
Total	2,310	100.0%			

ANNUAL CAPTURE OF TARGET MARKET					
HOUSING TYPE	NUMBER OF HOUSEHOLDS	% CAPTURE OF TOTAL	NUMBER OF NEW UNITS / YEAR	APPROXIMATE DENSITY	REQUIRED LAND / YEAR
Core: Multi-family, for rent, for sale and single family attached, for sale	1290	10% to15%	160	14 u/ac to 40 u/ac	7.8 acres
Edges: Single family detached, for sale	1020	10% to15%	127	5 u/ac to 10 u/ac	8.5 acres
Total	2310	10% to15%	287		16.3 acres

Commercial Market

SUPPORTABLE RETAIL SPACE	
Sales Potential	746,980,086 sf
Incremental Change in Sales Potential from 2003 to 2008	\$160,422,787
Estimated Net New Supportable Space	500,000 sf
Planned retail at Power Plant and Crossroads	440,000 sf
Assumed 5% vacancy	22,000 sf
Stabilized Occupied Retail Space	418,000 sf
Additional Occupied Retail Space	82,000 sf

Introduction

Economic Research Associates (ERA) conducted a commercial market analysis to assist in understanding the dynamics influencing both the commercial retail market and the commercial office market in Coliseum Central. This report looks at the regional context as well as the specific retail and office trends influencing activity in these two commercial sectors within the District. Information and recommendations provided by ERA allows the master plan to respond to near-term market opportunities in both the retail and office sectors.

Retail

With approximately 3 million square feet of occupied retail space/Gross Leasable Area (GLA), the Coliseum Central District is the largest concentration of retail space in the city as well as one of the largest concentrations in the region. The District is currently experiencing a relatively high vacancy rate of 21.79% (2002) with average rents of \$15 per square foot. Much of the reported vacancy within the District is resulting from only a few locations. Mercury Plaza has been vacated for redevelopment, Riverdale Plaza has significant vacant space, and Dillard's department store has left Coliseum Mall. All three of these key properties are poised for repositioning and redevelopment. Concepts to accomplish repositioning and redevelopment are included in this master plan.

The potential retail demand within the Coliseum Central District is based upon the ability to capture the disposable income from various key markets. The three key markets relevant to the study include local and regional residents, tourists (including convention delegates), and employees. ERA examined both the current market

demand (base year 2003) as well as the demand anticipated in the next five years through 2008. Based upon this analysis, the District can support between 458,000 and 535,000 square feet (average of 500,000 sq. ft.) of retail space based on the incremental growth in spending potential during this period. Approximately 440,000 square feet of new retail space is planned (from what existed at the end of 2003) to come on line in the near future at both the Power Plant and Crossroads sites. If we assume a stabilized vacancy rate of 5% at the two sites, the Coliseum Central market can support an additional 82,000 square feet of retail space beyond what is already planned for the Power Plant and the Crossroads sites (see table at left).

The above estimated demand for new retail space assumes that all existing retail properties will be filled with retail users. Some properties, like Mercury Plaza, may not be redeveloped entirely for retail uses opting instead to pursue a mix of retail, office, hotel, or residential. Therefore, the likely demand for new retail space indicated above may very well be significantly higher as redevelopment of existing vacant space occurs as non-retail uses. The identified demand for retail space includes the potential growth in demand resulting from new residential development in the District. The Zimmerman/Volk Associates' residential market analysis indicates a demand for approximately 1,300 new residential units from 2003-2008. If residential demand exceeds these projections, the associated additional disposable income could also warrant additional retail demand in the future.

Office

Coliseum Central is part of the larger Peninsula office market. Among submarkets on the Peninsula, the District is the third largest Class A office submarket with 211,664 square feet of space. Coliseum Central is currently reporting one of the lowest vacancy rates for Class A space at 7%. The vacancy rate for Class B office space is also relatively low at 3.5%. Rents within the Coliseum Central submarket remain slightly lower than most of the region.

The most significant increase in new space on the Peninsula is occurring in Oyster Point and at Netcenter as this former mall converts to full service office space. New Class A space increased by 22% in Oyster Point. This influx of new inventory has driven up vacancies in this submarket to 13.5%. The net result of these recent developments at Netcenter and in Oyster Point is a fairly significant increase in the inventory of both Class A and Class B office space on the Peninsula.

New office demand in the Coliseum Central District is based on forecast employment growth, by sector, within the City of Hampton and the Peninsula. Based upon an estimate of the percent of each sector which is office-based and an average space per employee of 200 square feet, ERA has estimated the total incremental increase in office space demand. The total forecast of supportable office space for the period 2003-2008 is between 91,000 and 148,000 square feet in the Coliseum Central submarket (see table at right).

Absent specific build-to-suit opportunities, small scale office development is recommended in the short term as the market continues to absorb new office construction brought on line over the past

several years. These smaller scale increments could be incorporated into mixed use developments at key sites around the District. This type of "differentiated" office space has proven to be attractive to tenants who prefer these types of unique locations and settings.

SUPPORTABLE OFFICE SPACE		
	2003	2008
City of Hampton		
Implied Office Space Demand		223,190
Capture	35%	25%
Supportable Space	78,000 sf	56,000 sf
Peninsula		
Implied Office Space Demand		223,190 sf
Capture	35%	25%
Supportable Space	78,000 sf	56,000 sf
Total Potential Office Space Demand	148,000 sf	91,000 sf